

## Chapter 3

# Foreign Internal Defense

Foreign internal defense (FID) is a primary program used to support friendly nations operating in or threatened with potential hostilities. FID promotes regional stability by supporting a host-nation program of internal defense and development (IDAD). These national programs free and protect a nation from lawlessness, subversion, and insurgency by emphasizing the building of viable institutions that respond to the needs of society. The most significant manifestation of these needs is likely to be economic, social, informational, or political; therefore, those needs should prescribe the principal focus of United States (US) efforts. FID can include training; material, technical, and organizational assistance; advice; infrastructure development; and tactical operations. Military assistance is often necessary to provide the secure environment for those efforts to become effective (see JP 3-07.1). Army units and individuals can be tasked to provide this military assistance.

FID is a program involving all elements of national power. Ideally, this program will incorporate all elements in a synergistic manner that best supports both host-nation requirements and US national policy and interests. The US government must integrate the efforts of multiple government agencies. The combatant commanders with geographic areas of responsibility (AORs) must plan and execute the military operations in support of FID within their regions. Army forces will participate in FID as part of a joint task force, normally to advise and assist host-nation forces conducting operations. FID is also a specified and significant mission for selected Army special operations forces (ARSOF). (See FM 3-05.)

***Foreign internal defense is participation by civilian and military agencies of a government in any of the action programs taken by another government to free and protect its society from subversion, lawlessness, and insurgency.***

JP 1-02

## CONTENTS

Categories of FID Operations.....	3-1	Host-Nation Security Force Operations .	3-5
Indirect Support .....	3-1	The Role of the Army in	
Direct Support.....	3-2	Counterinsurgency .....	3-6
Combat Operations .....	3-3	Planning Considerations for FID.....	3-7
The Nature of Counterinsurgency .....	3-3		

## CATEGORIES OF FID OPERATIONS

3-1. The military plays an important supporting role in the FID program. However, military support has a far-reaching impact on all elements of national power and cannot be conducted in isolation from other aspects of US policy in the host nation (HN). In some cases, the role of the US military may become more important because military officials have greater access to and credibility with host-nation regimes that their own military heavily influences or dominates. Military FID programs are categorized into indirect support, direct support (not involving combat operations), and combat operations. These categories represent significantly different levels of US diplomatic and military commitment and risk. However, various programs and operations within these categories can occur simultaneously.

### INDIRECT SUPPORT

3-2. Indirect support emphasizes the principle of host-nation self-sufficiency. Indirect support builds strong national infrastructures through economic and military capabilities that contribute to self-sufficiency. The military contribution provides support primarily through security assistance, supplemented by joint and multinational exercises and exchange programs:

- *Security assistance (SA)* is a group of programs authorized by the Foreign Assistance Act of 1961, as amended, and the Arms Export Control Act of 1976, as amended, or other related statutes by which the United States provides defense articles, military training, and other defense-related services by grant, loan, credit, or cash sales in furtherance of national policies and objectives (JP 1-02). It mainly aims to enhance regional stability of areas of the world facing external rather than internal threats. (See Chapter 5 for a more on SA.)
- Joint and multinational exercises strengthen US and host-nation relations and the interoperability of forces. They are joint- and service-funded military exercises that demonstrate US support and commitment and that can be used to complement other FID programs, such as SA, civil-military operations (CMO), and civic assistance.
- Military exchange programs foster mutual understanding between forces, familiarizing each force with the organization, administration, and operations of the other and enhancing cultural awareness. Exchange programs, coupled with international military education and training programs are extremely valuable in improving HN and US relations. They may also have long-term implications for strengthening democratic ideals and respect for human rights among supported governments. There are three types of exchange programs:
  - Reciprocal unit exchange program. This program is for squad- to battalion-size elements. Each nation's forces trains the other's in tactics, techniques, and procedures. US commanders can use this program to sensitize their forces to the cultural and social aspects of the HN while increasing the training and readiness of host-nation forces. The proficiency of the units must be comparable to preclude exchanging fully trained US forces for untrained host-nation forces. To do so would be an extension of the SA training program and subject to the rules and restrictions of SA.

- Personnel exchange program. The personnel exchange program (PEP) is a one- to three-year program in which one person from the HN is exchanged with a US member. This program, like reciprocal unit exchanges, requires that the exchanged personnel be of comparable proficiency in their area of expertise.
- Individual exchange program. This program resembles the PEP, but it is a temporary assignment in theater. This program gives commanders flexibility, since they will not lose personnel for extended periods and can expose more soldiers to the program.

## **DIRECT SUPPORT**

3-3. Direct support (not involving combat operations) involves US forces providing direct assistance to the host-nation civilian populace or military. It differs from SA in that it is joint- or service-funded, does not usually involve the transfer of arms and equipment, and does not usually include training local military forces. Normally, the US conducts direct support operations when the HN has not attained self-sufficiency and is faced with social threats, economic or political instability, or military threats beyond its capability to handle. Assistance will normally focus on CMO (primarily providing services to the local populace), communications, intelligence sharing, and logistic support.

## **Civil-Military Operations**

3-4. CMO are operations and activities that embrace the relationship between military forces, civilian authorities, and the population (see definition and discussion of Civil-Military Operations in Chapter 2). Commanders can use CMO to develop favorable emotions in friendly, neutral, or hostile groups to facilitate military operations and to achieve and consolidate US objectives. CMO may be used in a preventive manner to address root causes of instability, or they may be used to support disaster relief, civil defense, counterdrug, and antiterrorism. (See Support to Counterterrorism and Support to Counterdrug Operations in Chapter 6.) CMO in FID normally include psychological operations (PSYOP), civil affairs (CA), foreign humanitarian assistance (FHA), military civic action (MCA), and humanitarian and civic assistance (HCA). More specifically—

- PSYOP ensure clear communications of US intentions and goals and take the offensive against deception initiated by adversaries. PSYOP ensure that adversaries do not misrepresent US efforts and that US forces themselves, through lack of information, do not cause the local populace to misinterpret their actions. (See JP 3-53.)
- CA facilitates the integration of US military support into the overall IDAD programs of the supported nation. (See JP 3-57 and FM 3-57.)
- FHA operations are conducted to alleviate the urgent nonmilitary needs of the host-nation populace until the appropriate civilian agencies are able to accept this responsibility. (See Chapter 6.)
- MCA is the use of predominantly indigenous military personnel to conduct construction projects, support missions, and services useful to the local population. These activities may involve US supervision and advice, but host-nation military forces will normally conduct them.

MCA is an integral part of military support to FID to assist the local government to develop capabilities to provide for the security and well being of its own population. (See FM 3-57.)

- HCA activities assist the host-nation populace with US military operations. HCA programs improve the readiness of US forces deployed in theater while residually benefiting the local populace. (See Chapter 5.)

### Intelligence and Communications Sharing

3-5. US intelligence sharing ranges from strategic analysis to current intelligence summaries and situation reporting for tactical operations. An adequate intelligence collection and dissemination capability is often one of the weakest links in a host-nation military capability. US military communications hardware and operators may also be supplied when host-nation infrastructure cannot support intelligence operations.

### Logistics Support

3-6. US military capabilities may be used to provide transportation or maintenance support to the host-nation military in operations that do not expose US personnel to hostile fire. The Foreign Assistance Act does not generally authorize transferring equipment and supplies. (See Appendix B.) Logistic support must be provided with consideration to the long-term effect on the capability of the host-nation or local governments to become self-sufficient.

## COMBAT OPERATIONS

3-7. Introducing US combat forces into FID operations is a presidential decision. It serves only as a temporary solution until host-nation forces can stabilize the situation and provide security for the populace. US military forces in tactical operations primarily support, advise, and assist host-nation forces through logistics, intelligence, or other combat support and service support means. If US forces are committed to a combat role in FID, they will conduct offensive and defensive operations to support a host-nation fight against insurgents or terrorists.

*There is another type of warfare—new in its intensity, ancient in its origin—war by guerrillas, subversives, insurgents, assassins; war by ambush instead of by combat, by infiltration instead of aggression, seeking victory by eroding and exhausting the enemy instead of engaging him...It preys on unrest...Our forces, therefore, must fulfil a broader role, as a complement to our diplomacy, as an army of our diplomacy, as a deterrent to our adversaries, and as a symbol to our allies of our determination to support them.*

John F. Kennedy

## THE NATURE OF COUNTERINSURGENCY

3-8. An *insurgency* is an organized movement aimed at the overthrow of a constituted government through use of subversion and armed conflict (JP 1-02). A *counterinsurgency* is those military, paramilitary, political, economic, psychological, and civic actions taken by a government to defeat insurgency (JP 1-02). Post-FID activities focus on helping a HN prevent an active

insurgency. If an insurgency already exists or a preventive measure fails, then FID focuses on eliminating, marginalizing, or reassimilating the insurgent element into society. (See Appendix D.)

3-9. *Internal defense and development* is the full range of measures taken by a nation to promote its growth and protect itself from subversion, lawlessness, and insurgency. It focuses on building viable institutions (political, economic, social, and military) that respond to the needs of society (JP 1-02). The counterinsurgency effort is the part of the IDAD strategy that addresses the insurgency threat. (See JP 3-07.1.)

3-10. Success in counterinsurgency goes to the party that achieves the greater popular support. The winner will be the party that better forms the issues, mobilizes groups and forces around them, and develops programs that solve problems of relative deprivation. This requires political, social, and economic development. Security operations by military and police forces, combined with effective and legitimate administration of justice, provide the necessary secure environment in which development can occur.

3-11. Neutralization in counterinsurgency is a political concept, not a euphemism for killing. The intent is to render elements of the insurgent organization ineffective. The first means of neutralization is political action that discredits the insurgency, its programs, and its leaders. This includes positive government programs to relieve relative deprivation and public information to counter insurgent propaganda. Arrests, trials, and convictions perceived as legitimate by the public neutralize the insurgent infrastructure. So do amnesty programs that rally insurgents to the government. An effective police, militia, and military capability neutralizes insurgent combat potential. An insurgent combat force is effectively neutralized if forced to remain inactive in remote jungles, mountains, or other difficult, sparsely inhabited areas. Security forces have no compelling reason to pursue insurgents into such areas. They can deal with them after the government controls the populated areas and then expand to the more remote regions.

3-12. The nature of the insurgency dictates the methods by which the military must oppose it. Military operations designed for war must be modified for counterinsurgency. Conventional tactics that ignore the nature of the threat will exhaust government forces and provoke the people because of harm to their lives and property. What the insurgents lose to government violence, they make up in new recruits. These recruits are disaffected by government excesses or incompetence and angered by government harm to the people. Defense against insurgency is as political as the insurgency itself. For a government conducting a counterinsurgency, military operations are strategically defensive, although they include offensive action at operational and tactical levels. Military operations must complement and reinforce political, social, and economic reform.

3-13. The following vignette details a tactic that the Viet Minh guerillas employed against the French in Vietnam in the 1950s. France deployed its forces in small, defensive strong points, trying to protect valuable facilities and friendly populations. The guerillas attacked and destroyed them one at a time. They frequently ambushed French relief columns. The French attempted to break this pattern of slow attrition by establishing a garrison at Dien

Bien Phu. The guerillas attacked and overwhelmed the French garrison in 1954, which led the French to abandon Vietnam.

### **The Dilemma of Concentrating Everywhere**

Imagine yourself the commander of a locally recruited government rifle company charged with defending a small geographic area. Within it are 10 things that must be protected. These might be important political leaders, cultural sites, manufacturing plants, communications facilities, or anything else of political, social, or economic value.

Your rifle company consists of three platoons. Each platoon has three squads of nine soldiers each. Thus, you can assign a squad to defend 9 of the 10 things to be protected but not to all of them. Another possibility is that you can take one soldier from each squad and form a tenth squad, providing protection for each thing of value, or you could assign a half squad to all 10 and keep four squads in reserve.

The insurgents have one platoon, also locally recruited. It, too, has three squads of nine soldiers each. The defender has a 3-to-1 numerical advantage. However, the insurgents, using guerrilla tactics and attacking only when they have local superiority, attack your defended areas one at a time, using their whole platoon against each of your squads. In such circumstances, the insurgents have a 3-to-1 or better offense advantage. If the defenders have kept a reserve, the guerrillas attack and withdraw before it can react. If terrain is favorable, the insurgents lay an ambush for the reaction force, using the advantage of defense in prepared positions.

If the government force takes the offensive and pursues the guerrillas, the guerrillas refuse to give battle. They simply move out of the government's way until the force completes its sweep. In the process, they may also attack one or more of the defended areas while the government forces are occupied in a futile offensive operation.

## **HOST-NATION SECURITY FORCE OPERATIONS**

3-14. The security forces in counterinsurgency consist of the civil police, the paramilitary (also called the militia), and the military. The elements of the security force work in concert to—

- Protect or isolate the population from the insurgents.
- Neutralize or defeat the guerrilla forces.

3-15. The first line of defense for the government is its police forces, which may be organized either nationally or locally. In either case, their actions must be well coordinated into the total IDAD program. The first objective of the police is to destroy the illegal infrastructure of the insurgent organization. Police intelligence must identify and locate leaders, penetration agents, intelligence and PSYOP agents, terrorists, and recruiters. The police arrest them using the minimum violence necessary. These arrests should be based on probable cause and executed on the warrant of a disinterested magistrate. To maintain government legitimacy, the police must follow due process of law. Corruption and abuse of human rights by security forces and the

judiciary can contribute significantly to societal turmoil. The legislature should enact emergency powers when required. These powers must provide for a regular process that the people know well and protect the rights of the innocent. Emergency powers should apply only in threatened combat zones and be rescinded as soon as the situation permits.

3-16. Militia forces are organized to provide for popular self-defense. Militia forces serve in their home areas. They may be either full- or part-time forces, depending on the situation. They combine light infantry capabilities with police techniques. These forces aid the police in law enforcement, to include searching the insurgent infrastructure. They also provide a local defense against attack by insurgent combat forces. Together with the police, they protect or separate the insurgents from the people, preventing the insurgents from mobilizing forces and resources.

3-17. The regular armed forces are the shield behind which political, social, and economic development occurs. Their primary mission is to protect the government, police, militia, and development organizations from insurgent guerrilla forces. Emphasis on the defensive nature of counterinsurgency helps prevent government harm of the people. Collateral damage destroys government legitimacy. The insurgents' best recruiting program is indiscriminate killing and damage by government forces. Keeping violence to the absolute minimum is important to the government.

3-18. Counterinsurgency is difficult, frustrating, and dangerous. Occasionally government forces may behave incorrectly out of anger, from frustration, or for some other reason. When members of the security forces engage in criminal acts of any kind, punishment must be fair, quick, certain, and public. No perception of special treatment for security forces must be permitted. Security forces must not be permitted to harm the people with impunity.

3-19. A major function of the security forces is intelligence. All operations should be based on solid intelligence. It identifies insurgent personnel, activities, and organizations, enabling the government to neutralize offenders without harming the innocent. Infantry forces must expand on the intelligence provided by technical units to achieve contact with the enemy. Generally, government forces should only conduct offensive operations based on good intelligence.

3-20. The capabilities of the security forces are also employed in the development side of the IDAD strategy. The armed forces are a valuable national resource for development. The military capabilities of leadership, organization, technical skills, discipline, equipment, mobility, and communications can all be employed in the development effort. Their use is limited only by the imagination of government planners and law. Armies and other security forces can more capably work under hazardous and austere circumstances than civilian organizations.

## **THE ROLE OF THE ARMY IN COUNTERINSURGENCY**

3-21. The role of the Army in counterinsurgency centers on administering and executing SA programs. Each geographical commander of a combatant command advises the Department of State in developing SA packages appropriate for the situation. Each combatant command provides military supplies

and services under the program as well as military advice, tactical and technical training, and intelligence and logistic support. (See Chapter 5.) Army forces help the host government police, paramilitary, and military forces perform counterinsurgency, area security, or local security operations. They advise and assist in finding, dispersing, capturing, and destroying the insurgent force. Army forces emphasize the training of national, state, and local forces to perform essential defense functions. They aim to provide a secure environment in which developmental programs can take effect while respecting the rights and dignity of the people.

3-22. US policymakers determine the scope of military participation based on US interests and the desires of the HN. The US military aims to improve the effectiveness of the supported security forces and to help stop external support to the insurgents.

3-23. Generally, US forces do not engage in combat. The threat to American interests does not support that degree of involvement, even if it were effective. An American combat role tends to undermine the legitimacy of the host government and risks converting the conflict into an American war. However, on the rare occasion when the threat to US interests is great and indirect means have proven insufficient, US combat operations may be required. Direct use of US combat forces in counterinsurgency remains a policy option for the president, and Army forces must provide it when required.

3-24. Host-nation forces should conduct security and stabilization programs when necessary, employing, for example, populace and resource control. The HN should provide representatives to assist US forces in their contacts with local populations.

3-25. US forces may conduct strike operations to disrupt and destroy insurgent combat formations. These operations prevent the insurgents from attacking government-controlled areas. They also disrupt insurgent efforts to consolidate and expand areas already under their control. US combat forces may conduct security and defensive operations in support of host-nation consolidation operations or to assist the HN to expand its mobilization base. Success in consolidation operations enables the HN to resume the military aspects of its counterinsurgency campaign and allows US combat forces to withdraw.

## **PLANNING CONSIDERATIONS FOR FID**

3-26. Planners must consider the long-term or strategic effects of all US assistance efforts before implementing FID programs. This long-term consideration is especially important in building host-nation development and defense self-sufficiency. Both may require large investments of time and materiel.

3-27. Planners must tailor military support of FID programs to the environment and to the specific needs of the supported HN. They must consider the threat as well as local religious, social, economic, and political factors when developing the military plans to support FID. Overcoming the tendency to use a US frame of reference is important. This potentially damaging



tendency can result in unsuitable equipment, training, and infrastructure for the nation receiving US assistance.

3-28. Planners must understand that a basic premise of the FID program is that the ultimate responsibility for IDAD rests with the HN. US planners must measure all FID plans against this precept.

3-29. The legal restrictions governing military activities in support of FID are complex and subject to changing US legislation. (See Appendix B.) The staff legal advisor has an active role in the FID planning process. The basic funding authorizations for military activities in support of FID come through the Foreign Assistance Act, Arms Export Control Act, or Department of Defense operations and maintenance funding sources. Appendix A of JP 3-07.1 details the legal aspects of FID and provides rulings on several FID programs that may assist commanders in establishing a legal yardstick for FID plans.

3-30. US combat operations judiciously select and employ forces. Such selection and employment ensures that the host-nation military rapidly accepts the responsibility for the security of the nation and ensures minimal civilian casualties. Specific rules of engagement will likely be more restrictive in FID than in offensive and defensive operations. However, the existence of such restrictive rules of engagement does not preclude the US from employing that level of force which the president determines necessary to stabilize a friendly host government or to protect the lives of deployed US personnel.